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ABSTRACT

This report synthesizes information gathered during the first quarter of a two-year project, which was not refunded, to establish a model for coordinating the planning activities of the three Minnesota agencies involved in offering Comprehensive Employment and Training Act (CETA) services. Through a review of literature and personal interviews, the project director proposed a number of linkage activities that could be conducted to tie prime sponsors with the vocational education system and identified barriers to such linkages. Some possible solutions to overcoming the barriers were analyzed along with considerations for building a model program. A bibliography follows. The appendixes, which make up half the document, contain a summary of legislation pertaining to linkages, coordination models, program model descriptions, a suggested outline for CETA, vocational education cooperation, and suggested projects to promote such cooperation. A bibliography is included. (KC)

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MODEL FOR PROVIDING SERVICES TO THE MN PRIME SPONSORS AND VOCATIONAL EDUCATION SYSTEMS RELATING TO VOCATIONAL EDUCATION-CETA SIX PERCENT PROGRAM (PHASE 2)

FINAL REPORT

Minnesota State Department of Education Grant No. 14/TE-135

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INTRODUCTION

The research summarized in this final report is a continuation of Phase 1 which was completed during Fall Quarter, 1980. The background of Phase 1 was the mandate of P.L. 95-525, Section 204, which states that the State Board for Vocational Education is to provide mutually agreed upon vocational education services to Prime Sponsors of CETA throughout the state. In fact, in the 1978 Amendments to CETA, there are at least a dozen references to "linkage" as a way of decreasing current duplication of services, of sharing in the planning of delivery of training, and of providing more efficient use of existing resources in the preparation of youth and adults for the job market. (A selection of legislation and regulations pertaining to CETA-Vocational Education Linkages is presented in Appendix 1. An excellent overview of the two systems is provided in Trapnell, 1979.)

These services are to be determined in conjunction with services provided through the Minnesota Plan for Vocational-Technical Education. At the present time the Division of Vocational-Technical Education coordinates the utilization of funds under CETA and the Vocational Education Act. Prime Sponsors are unable to contract directly with Area Vocational Technical Institutes and other servicing groups. In addition, at least two other state government agencies--CETA-Education Linkage Unit, in the State Department of Education, and the Office of Statewide CETA Coordination, in the State Office of Economic Security--are involved in the planning of CETA activities.

Thus, the need exists to establish a model for coordinating the planning activities of the three state agencies involved in offering or coordinating CETA services and for testing the model as to its appropriateness and effectiveness. The early assumption was that a

two-year project would be needed to develop, test, and revise a model to result in a coordinated plan of service for each CETA Prime Sponsor and related vocational education system. The total project was to culminate in planning procedures and recommendations of technical services to be used to coordinate and carry out these procedures.

However, funding for the two-year project was not readily available. The State Department staff recommended that the project be approached through a series of proposals, each one to be funded for one quarter. The first two quarters were funded and completed; because of complications within the coordinating agencies, additional funding was not available. Thus, the envisioned outcomes of the project have not been realized.

PHASE 1

Funded under Minnesota State Department of Education Grant No. MN/81/94-482/01/04-R-81, the primary objective of Phase 1 was to provide the project director with sufficient background information on CETA and the issue of linkages between Vocational Education and CETA to carry out the extended two-year project. Specifically, the following tasks were accomplished during the one-quarter duration of the first phase of the project.

The project director:

1. Read extensively in the areas of CETA, especially the legislative background, and Planning Models.

2. Conducted library searches and ordered materials in the area of CETA-Vocational Education Linkages.

3. Conducted informal interviews with field personnel in CETA and with vocational educators and administrators with experience in working

with CETA.

4. Conducted interviews with state staff in Vocational Education and Economic Security, CETA.

5. Began the development of a survey instrument intended to be distributed state-wide to CETA Prime Sponsors and to a variety of vocational education systems.

6. Made contact with personnel outside of Minnesota regarding their efforts in linkage.

7. Participated in and observed the 916 CETA-Vocational Education Linkage Youth Demonstration Project advisory committee and focus group meetings, reviewed their currently available materials, and visited with their staff.

8. Made arrangements to review final reports of exemplary/demonstration CETA-Vocational Education linkage projects funded by Economic Security.

9. Established a list of possible members for a statewide advisory committee, and obtained some membership agreements.

10. Developed a proposal for continuation of the project (Phase 2) through Winter, 1981.

PHASE 2

Ten specific objectives were included in the proposal for Phase 2. However, shortly after the grant was awarded, the project director was requested by the granting office to make major modifications in the assignment for the quarter. Perceived overlap in the objectives of this proposal and the 916 project, as well as some interagency concerns within the State Department of Education, precluded contact with agencies within the State Department outside of Vocational Education,

the formation of an advisory committee, and ongoing contact with the 916 project. In addition, a simultaneous project related to the development of a model that was expected to be available during the quarter was delayed by one quarter. Thus, the objectives actually accomplished during the quarter were quite different from those included in the proposal.

During the quarter, the project director:

1. Participated in and observed a conference in Richmond, VA, entitled, "Needs of Youth—A Shared Responsibility."

2. Interviewed vocational educators and CETA personnel in Texas and Virginia, relative to perceived problems and solutions to CETA-Vocational Education Linkages.

3. Continued to identify and acquire resources related to CETA-Vocational Education linkages.

4. Interviewed Minnesota Sex Equity Officer.

5. Reviewed the final reports of agency-selected exemplary/demonstration projects funded by the CETA Coordination Office of the Office of Economic Security.

6. Visited Texas A. & M. to meet with CETA-Vocational Education Linkage Youth Demonstration Project director and to review their resource library.

Because of the premature ending to the proposed two-year project, the objectives for which the project was begun have not been met. To preserve the information gathered through two phases of the project, the project director, beyond the framework of this project, also:

7. Summarized the resources acquired, both from print and interviews.

The summary, below, presents information from many sources,

reworded to best represent this author's understanding. Where an item can be identified as unique to a specific resource, a reference will be provided. Otherwise, no reference will be given, but all resources used will be listed in the Bibliography.

LINKAGE ACTIVITIES POSSIBLE

Trapnell (1979, p. 67) suggests that funds may be used for the following types of linkage activities:

1. Providing assistance to prime sponsors or education institutions in the development of agreements between prime sponsors and State Boards of Vocational Education and State or local education agencies or post-secondary educational institutions.

2. Establishing mechanisms to increase information exchange between prime sponsors and educational agencies and institutions.

3. Developing and disseminating models of linkages which can be shared with all prime sponsors in the State.

4. Providing technical assistance to prime sponsors and educational agencies in the extension of educational offerings to prime sponsor jurisdictions which lack access to various educational opportunities.

5. Providing information, curriculum materials, and technical assistance in curriculum development and staff development to prime sponsors.

6. Providing assistance in development of systems for assessment and testing of educational attainment of participants in prime sponsor programs.

7. Providing assistance to eliminate barriers in the educational system which hamper employment and training activities, such as the

development of open-entry/open-exit courses and academic credit to CETA training.

8. Expanding the size of jointly delivered training programs.

9. Enhancing training and services available to participants in jointly delivered programs.

10. Assisting in the planning, development, and evaluation of jointly delivered programs.

BARRIERS TO LINKAGES

Several factors interface to create barriers to such linkages taking place in an effective way. Interestingly, even recent CETA documents, such as Mirengoff, et al. (1980), make no mention of vocational education. The Youth Knowledge Development Report (1980a, p. 573) identifies three major problems--attitudinal problems reflect institutional biases and style, structural problems result from different governance systems, and administrative problems relate to policies and procedures which as yet have not been sufficiently aligned.

Among others, barriers include:

1. As funds begin to "dry up," the competition for existing funds increases.

2. Administrative and budgetary concerns often overshadow the needs of the students.

3. Questions of "turf" exist, especially as vocational education takes resources from the programs that were subsumed under CETA. In addition to the economic issues raised in the first two points, political/power issues also emerge.

4. What linkages do exist are often viewed as financial only, existing because of mandate. There is little incentive beyond this to

have different agencies work together for common goal.

5. Most barriers are emotional rather than rational, making solutions very difficult, especially during a period of declining funding.

6. Difficulty exists in agreeing on criteria. Who is to establish them? Who is to do the evaluation? Is emphasis on efficiency or effectiveness? (Efficiency seems to be the emphasis.) Measurement appears to be in dollars rather than in client performance (e.g., dropout rate, unemployment figures, etc.).

7. Each sector, regardless of which sector it is, views the other sectors as incompetent.

8. Differences in regulations exist among the various sectors. Each sector must follow its regulations in spite of the quality of the system that results. For example, in Minnesota, the Office of Economic Security and the Department of Education have a different accrual method, creating conflict between the two agencies. Different boundaries for areas/districts also create difficulties, especially in compiling and sharing data bases.

The Youth Knowledge Development Report (1980a, pp. 68-75, 573-5) adds these barriers:

9. The commonality in vocational education/CETA coordination has been employability skills with work experience only weakly tied into educational goals and objectives.

10. CETA-funded vocational education programs have not been institutionalized, remaining as adjuncts to the educational establishment.

11. Vocational education at the secondary level is experiencing difficulty in providing services to disadvantaged youth, particularly

out-of-school youth, whom the educational establishment is often reluctant to serve.

12. Incentives and support for building cooperative mechanisms have been subordinated in favor of providing more direct services to youth.

13. While academic credit is usually given for work experience, it is seldom given for academic courses, nor is credit often given on the basis of demonstrated competencies.

14. CETA's emphasis has been on direct services rather than programmatic ones that would enhance linkages, e.g., curriculum development, management and information systems, etc.

15. There is greater emphasis on development of affective awareness than on cognitive and psychomotor skills in typical CETA programs.

16. CETA funding is on an annual basis, creating soft money for educational administrators. The resulting programs tend to be isolated from the mainstream of the school's program, and students are "outcasts" from the rest of the school.

17. Shortage of placement slots for work experience creates competition between CETA and cooperative education students.

18. CETA primarily targets comprehensive services to low income individuals while vocational education primarily provides occupational training and career exploration to a broader population.

19. Vocational education funding combines Federal, State, and local resources with substantial responsibilities vested at the State level, while CETA is a federally funded, locally administered program.

20. CETA services are obtained on an as-needed basis from a variety of delivery agents selected competitively, while vocational education is delivered primarily within the constraints of the local education agency's physical and administrative capabilities.

21. CETA is a function of local government while vocational education operates under the authority of local school boards which are substantially independent of other local government structures.

22. High turnover in personnel, especially within prime sponsors, prolongs unfamiliarity with programs, policies, procedures, terminology and capabilities.

In addition to several of the barriers already listed, Reasoner and Meyer (1981, pp. 1-3) identified that:

23. Disagreements exist over the qualifications needed by operators of training programs, i.e., experiential vs. certification, with CETA viewing experience as primary, with vocational educators, especially at the secondary level, viewing certification (usually with a mix of work experience and education) as primary.

24. Several barriers unique to a given situation can be present: historical relationships, personalities, managerial styles, institutional rigidity, etc.

25. Lekis (1980, p. 10) suggests that another barrier is one of interagency and client communication because agencies are spread throughout an area.

25. Apker (1979, p. 4) suggests that vocational education has not documented "the effectiveness and costs of current programs" to determine which are "no longer effective, relevant, or efficient." Going beyond Apker's comments, teacher tenure rules in education may keep vocational education from meeting these three criteria because teachers who are unable to provide such instruction may continue on staff.

POSSIBLE SOLUTIONS TO OVERCOMING BARRIERS

Obviously, no one solution will be sufficient to break down these barriers. Each of the following, however, should contribute significantly to an improvement of linkages between the two major systems:

1. Eliminate all categorical funding in CETA to provide a comprehensive integrated program.

2. Use clients/youth in the planning process.

3. Consolidate staff as well as vendors.

4. Begin planning as early as possible in the year; certainly earlier than is currently being done in Minnesota. Planning should be cooperative and should occur before important decisions are made, not after as is so often the case in "review and comment" procedures.

5. Work with Congress in moving funds through faster and to change some of the legislation and regulations that create barriers to linkages.

6. Work with the bureaucracies involved ONLY when policymakers are present so the various bureaucracies can be meshed.

7. Involve the private sector as mediator, and in the process communicate the objectives and description of the agencies.

8. Hire local CETA-Vocational Education Coordinators.

9. Form advisory committees to these coordinators from both backgrounds.

10. Carefully and exhaustively review local, state, and federal rules for each system to identify conflicts and then seek to modify rules as necessary.

11. Work closely with Private Industry Councils.

12. Promote CETA-Vocational Education teacher exchanges.

13. Encourage staff development through frequent interaction between the two systems, to become familiar with each other's personnel, program, policies, procedures, terminology, and capabilities. This might be done through joint planning committees, joint advisory committees, regular working conferences, or joint in-service workshops. An excellent series of monographs for this purpose has been developed by the CETA/Education Linkages Project at Virginia Polytechnic Institute (e.g., Berns; Combs & McGough; Eschenmann; Howlett, et al.; Manley & Berns; and McGough 6 Vincent--all undated). Druian (1980) provides a detailed plan for conducting cross-staff workshops.

14. Provide career incentives for administrators to encourage interagency cooperation, including wages, promotions, and enhanced mobility.

15. Develop interlocking memberships on local and state boards and councils.

16. Reasoner & Meyer (1981, p. 6) suggest that there is a need, at the state and regional level, to: Consolidate information needs to eliminate "the dual auditing, monitoring, and follow-up by each agency on the SAME program activities."

17. Work to obtain additional funding for exemplary programs demonstrating lingage options, followed by dissemination, to encourage mutual efforts to overcome barriers (Reasoner & Meyer, 1981, p. 6).

18. Provide facilities for CETA personnel in education facilities, as appropriate.

19. Establish a centralized facility to enhance communication among agencies and to improve accessibility to clients.

20. Upgrade existing methods of program evaluation (regional accreditation associations and state accreditation) to be more rigorous

to insure that existing vocational education programs are effective, relevant, and efficient.

21. Though probably impossible to do, tighten tenure laws to insure that teachers who do not continue to be effective and relevant are not kept on staff.

22. Realign service delivery and statistical reporting areas for consistency among agencies.

23. Establish uniform intake and assessment forms to be used across agencies.

24. Develop procedures guides/handbooks providing suggestions and directions for coordinating planning, development, and implementation of programs.

25. Conduct a joint annual needs assessment for each prime sponsor and for the state as a whole.

26. If at all possible, standardize terminology to be used by both sectors to improve communication with clients and with each other.

SOME MODEL CONSIDERATIONS

Time was not available to develop a systematic model for planning linkages. In fact, a model linkage may not be possible because of differences in geography, personalities, and client needs. What follows, therefore, are simply some components of what this author believes should be considered for inclusion in a program that has been "linked," with the primary focus on the recipients of the delivered services. This will be followed by references to expanded models from the literature.

1. Integration of work experience and classroom learning.

2. Academic credit given for competencies developed.

3. Clear definition for each student of the competencies to be developed in each work experience setting.

4. Competencies defined to include academic experience.

5. Evaluation of program based on outcomes, i.e., accountability for student skills and placement in related, unsubsidized employment.

6. Placement services offered to students.

7. Greater programmatic emphasis (e.g., curriculum, management) than in the past.

8. Mix of psychomotor, cognitive, and affective domains of learning.

9. Integrated into mainstream of educational experiences.

10. Preparation of an Individualized Youth Employability Plan (IYEP) similar to the IEP (Individualized Education Plan) now required under PL 94-142, Education of All Handicapped Children Act.

11. Opportunities for training in fields non-traditional for the sex of the participants.

12. Open-entry, open-exit. While frequently possible at the post-secondary level, it is seldom available at the secondary level.

13. Availability of specialized supporting services, flexible enough to meet individualized needs.

14. Cross-staff inservice programs focusing on needs of disadvantaged students.

15. Rigorous followup studies completed and recommendations implemented.

A very useful publication outlining factors to consider in developing a model, as well as options available within models, is presented by Mulford & Klonglan (1979).

The Youth Knowledge Development Report (1980a, pp. 89-97) provides

three models for coordination: administrative, service delivery, and full program. These three models are presented in detail in Appendix 2. Most developed models use a consortium approach, such as that described in the November, 1980, issue of Education-For-Work Linkage News (pp. 1-2, 10). The Central Texas Manpower Consortium acts as a prime sponsor, developing in three stages: a non-financial agreement with the 31 local education agencies and the Central Texas College to offer testing and career awareness programs; an agreement with ten high schools to establish centers of Offices of Training and Service; and construction of a Skills Center at Central Texas College. Another approach, that used by McClure (1980), provides options dependent on the placement of the educational program. Four models are developed--Vocational Cooperative Education Program (small high school); Comprehensive High School (Large High School); Multi-District Cooperative, Area Vocational Cooperative, Regional Skill Center; and Pre-Vocational Program (Vocational Technical Institute). These models are described in detail in Appendix 3.

Lamar & Owens (1980) have developed a detailed outline to be used in developing a comprehensive plan for CETA/Vocational Education coordination. This outline is included in Appendix 4.

ADDITIONAL RESEARCH

Since the funding of this project, considerable research has been undertaken on models for CETA/Vocational Education Linkages. There remains a need to review and synthesize that research to develop a useful model for implementation within Minnesota. Thus, the two-year project that was interrupted remains a viable one.

In addition, Wortman & McGough (1979) provide an excellent list of

needed projects for Virginia that apply equally to Minnesota. Their list is provided in Appendix 5.

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Appendix 1

SECTIONS OF CETA PERTAINING TO CETA/EDUCATION LINKAGES

Section 105 Governor's Coordination and Special Services Plan

(b) Governor's coordination and special services activities shall include the following:

(1) coordinating all employment and training, education, and related service, provided by the State, by prime sponsors, by State education agencies, and other appropriate institutions of vocational and higher education, State and local public assistance agencies, and by other providers of such services within the State.

Section 109 Prime Sponsor's Planning Council

(a) Each prime sponsor designated under section 101(c) shall establish a planning council.

(b) Each planning council established under subsection (a) shall consist of members who are representative of the eligible population, vocational education agencies, public assistance agencies, other educators and training agencies and institutions . . .

(e) The council shall (1) participate in the development of, and submit recommendations regarding, the prime sponsor's comprehensive employment and training plan and the basic goals, policies, and procedures of the prime sponsor's programs and of other employment and training programs in the prime sponsor's area; (2) monitor, and provide for objective evaluation of employment and training programs conducted in such area; and (3) provide for continuing analyses of the need for employment, training and related services in such area, including efforts to reduce and eliminate artificial barriers to employment. Special consideration shall be given to the recommendations of the planning council, but any final decision with respect to such recommendations shall be made by the prime sponsor.

Section 110 State Employment and Training Council

(a)(1) Any State which desires to receive financial assistance under this Act shall establish a State employment and training council, hereinafter in this section referred to as the "Council". Funding for the council shall be provided pursuant to Section 202(c). . .

(3) The council shall be composed of - . . .

(D) representatives of service deliverers, who together shall comprise not more than one-quarter of the membership of the council including at least -

(i) one representative each of the State board of vocational education and the public employment service of each State;

(ii) one representative of the State Advisory Council on Vocational Education created pursuant to Section 105 of the Vocational Education Act of 1963, . . .

(b) The Council shall -

(1) review continuously the operation of programs conducted by each prime sponsor, and the availability, responsiveness, and adequacy of State services, and make recommendations to the prime sponsors, to agencies providing employment and training services to the Governor, and to the general public with respect to ways to improve the effectiveness of such programs or services; . . .

(3)(A) identify, in coordination with the State Advisory Council on Vocational Education, the employment and training and vocational education needs of the State and assess the extent to which employment and training, vocational education, vocational rehabilitation, public assistance, and other programs assisted under this and related Acts represent a consistent, integrated and coordinated approach to meeting such needs; and . . .

Section 202 Allocation of Funds

(b) Six percent of the funds available for parts A, B, and C of this title shall be available only for grants under Section 204 for supplemental vocational education assistance . . .

(c) One percent of the amounts available for this title shall be available to the Governor of each State in the same proportion as that State's allocation under subsection (a) for encouraging coordination and establishing linkages between prime sponsors and appropriate educational agencies and institutions, and institutions providing training programs which are approved by the Secretary and for services for eligible participants delivered jointly by employment and training agencies and appropriate educational agencies and institutions.

Section 203 Conditions for Receipt of Financial Assistance

(c)(1) The Secretary shall not provide financial assistance under this title for any fiscal year to a prime sponsor unless the prime sponsor provides assurance that (consistent with needs identified in the prime sponsor's plan submitted under Section 103(a)) it shall make agreement with State or local educational agencies or post-secondary educational institutions for the conduct of employment and training programs, which programs may consist of -

(A) vocational training designed to prepare individuals for employment;

(B) instruction in basic cognitive skills necessary to obtain employment or pursue further education or training designed to prepare individuals for employment;

(C) employment of persons in schools controlled by such agencies or in post-secondary institutions; and

(D) such other employment and training activities as may be consistent with the purposes and provisions of this title.

Section 204 Supplemental Vocational Education Assistance

(a)(1) From the funds available to him for this section, the Secretary shall make grants to Governors to provide financial assistance, through State vocational education boards, to provide needed vocational education services in areas served by prime sponsors, in accordance with an agreement between the State vocational education board and the prime sponsors . . .

(c)(1) Not less than 85 percent of the funds available under this section shall be used only for providing vocational education and services to participants.

(2) The remainder of the funds available under this section may be used -

(A) to coordinate programs under this Act with existing vocational education programs;

(B) to coordinate the utilization of funds under this Act and the Vocational Education Act of 1963 to enhance economic growth and development in the State;

(C) to develop linkages between vocational education, education, and training programs under this Act and private sector employers;

(D) to provide technical assistance to vocational education institutions and local education agencies to aid them in making cooperative arrangements with appropriate prime sponsors;

(E) to provide information, curriculum materials, and technical assistance in curriculum development and staff developments to prime sponsors.

Section 311 Research, Training, and Evaluation Research

(f) The Secretary is authorized to conduct demonstration programs and projects, which provide expanded guidance and counseling services to participants under this Act through community vocational resource centers established in economically distressed communities or areas pursuant to Section 134(a) (7) of the Vocational Education Act of 1963. Such programs shall provide State boards of vocational education

which establish such community vocational resource centers with funding up to 50 per centum of the cost of such projects. The Secretary may make such funds available to a State board of vocational education when such board reaches agreement with the prime sponsor to assist out-of-school individuals in reentering school at the secondary or postsecondary level, to take advantage of vocational skill training opportunities including cooperative education and work-study programs, and to be offered referral to other training programs, apprenticeship programs, and on-the-job training for which academic credit may be available.

Section 416 Youth Incentive Entitlement Pilot Projects Authorized

(a) The Secretary shall enter into arrangements with prime sponsors selected in accordance with the provisions of this subpart for the purpose of demonstrating the efficacy of guaranteeing otherwise unavailable part-time employment and training for economically disadvantaged youth between the ages of 16 and 19, inclusive, during the school year who resume or maintain attendance in secondary school for the purpose of acquiring a high school diploma or in a program which leads to a certificate of high school equivalency, and full-time employment or part-time employment and training during the summer months to each such youth.

Section 418 Selecting Prime Sponsors

(a) In selecting prime sponsors to operate youth incentive entitlement projects, the Secretary shall - . . .

(4) select only prime sponsors which submit proposals which include - . . .

(D) assurances that the prime sponsor has consulted with public and private nonprofit educational agencies including vocational and postsecondary education institutions and other agencies which offer high school equivalency programs; . . .

(K) assurances that arrangements have been made with the appropriate local education agency or with the institution offering a certified high school equivalency program that such youth is enrolled and meeting the minimum academic and attendance requirements of such employment and that any employment quarantee is conditioned on such enrollment. . . .

Section 426 Proposed Agreements (YCCIP)

(b) The proposed agreement submitted by any eligible applicant shall -

(1) describe the method of recruiting eligible youth, including a description of how such recruitment will be coordinated with plans under other provisions of this Act, including arrangements required by Section 105, of this Act, and also including a description of arrangements with school systems, the public employment service (including school cooperative

programs). . .

(2) provide a description of job training and skill development opportunities that will be made available to participating eligible youths, as well as a description of plans to coordinate the training and work experience with school-related programs, including the awarding of academic credit; . . .

Section 427 Approval of Agreements (YCCIP)

(b) No funds shall be made available to any eligible applicant except pursuant to an agreement entered into between the Secretary and the eligible applicant which provides assurances satisfactory to the Secretary that - . . .

(2) projects will be conducted in such manner as to permit eligible youths employed in the project who are in school to coordinate their jobs with classroom instructions and, to the extent feasible, to permit such eligible youths to receive credit from the appropriate educational agency, postsecondary institution, or particular school involved; . . .

Section 433 Allocation of Funds (YETP)

(c) The amount available to the Governor of each State under paragraph (2) of the subsection (a) shall be used in accordance with a special youth services plan, approved by the Secretary for such purposes as -

(3) providing for the establishment of cooperative efforts between State and local institutions, including (A) occupational and career guidance and counseling and placement services for in-school and out-of-school youth; and (B) coordination of statwide activities carried out under the Career Education Incentive Act;

(4) providing for the establishment of cooperative efforts between State and local institutions, including occupational and career guidance and counseling and placement services for in-school and out-of-school youth;

(d)(2) The amount available to each prime sponsor under paragraph (1) (note 22% funds) shall be used for programs for in-school youth carried out pursuant to agreements between prime sponsors and local educational agencies. Each such agreement shall describe in detail the employment opportunities and appropriate training and supportive services which shall be provided to eligible participants who are enrolled or who agree to enroll in a full-time program leading to a secondary school diploma, a junior college degree, or a technical or trade school certificate of completion. Each such agreement shall contain provisions to assure that funds received pursuant to the agreement will not supplant State and local funds expended for the same purpose.

Section 436 Conditions for Receipt of Financial Assistance

(a) The Secretary shall not provide financial assistance to an eligible applicant for programs authorized under Section 432 unless such eligible applicant provides assurances that the standards set forth in subpart 4 will be met and unless such eligible applicant submits an application in such detail as the Secretary may prescribe. Each such application shall -

(1) describe the programs, projects, or activities to be carried out with such assistance, together with a description of the relationship and coordination of services provided to eligible participants under this subpart for similar services offered by local educational agencies, postsecondary institutions, the public employment service, the courts of jurisdiction for status and youthful offenders, other youth programs, community-based organizations, businesses and labor organizations consistent with the requirements of Sections 121 and 205, and assurances that, to the maximum extent feasible, use will be made of any services that are available without reimbursement by the State employment service that will contribute to the achievement of the purposes of this subpart; . . .

(3) provide assurances, satisfactory to the Secretary, that in the implementation of programs under this subpart, there will be coordination, to the extent appropriate, with local educational agencies, postsecondary institutions, community-based organizations, public assistance agencies, businesses, labor organizations, job training programs, other youth programs, the apprenticeship system, the courts of jurisdiction for status and youthful offenders programs, and (with respect to the referral of prospective youth participants to the program) the public employment service system;

(4) provide assurances that in the implementation of programs under this subpart, there will be coordination, to the extent feasible, with activities conducted under the Career Education Incentive Act; . . .

(10) provide that the funds available under Section 433 (d) shall be used for programs authorized under Section 432 for in-school youth who are eligible participants through arrangements to be carried out by a local educational agency or agencies or post-secondary educational institution or institutions; . . .

(b) Each youth council established by an eligible applicant shall be responsible for making recommendations to the planning council established under Section 109 with respect to planning and review of activities conducted under this subpart and subpart 2. Each such youth council's membership shall include representation from the local educational agency, local vocational education advisory council, postsecondary educational institutions, business, unions, the public employment service, local government

and nongovernmental agencies and organizations which are involved in meeting the special needs of youths, the community served by such applicant the prime sponsor, and youths themselves.

(c) No program of work experience for in-school youth supported under this subpart shall be entered into unless an agreement has been made between the prime sponsor and a local educational agency or agencies, after review by the youth council established under subsection (b). Each such agreement shall -

(1) set forth assurances that participating youths will be provided meaningful work experience, which will improve their ability to make career decisions and which will provide them with basic work skills needed for regular employment or self-employment not subsidized under this in-school program;

(2) be administered, under agreements with the prime sponsor, by a local educational agency or agencies or a postsecondary educationa institution or institutions within the area served by the prime sponsor, and set forth assurances that such contracts have been reviewed by the youth council established under subsection (b);

(3) set forth assurances that job information, counseling, guidance, and placement services will be made available to participating youths and that funds provided under this program will be availabl to, and utilized by, the local educational agency or agencies to the extent necessary to pay the cost of school-based counselors to carry out the provisions of this in-school program;

(4) set forth assurances that jobs provided under this program will be certified by the participating educational agency or institution as relevant to the educational and career goals of the participating youths;

(5) set forth assurances that the eligible applicant will advise participating youths of the availability of other employment and training resources provided under this Act, and other resources available in the local community to assist such youths in obtaining employment or self-employment;

(6) set forth assurances that youth participants will be chosen from among youths who are eligible participants who need work to remain in school, and shall be selected by the appropriate educational agency or institution, based on the certification for each participating youth by the school-based guidance counselor that the work experience provided is an appropriate component of the overall educational program of each youth.

Section 438 Secretary's Discretionary Projects

(a)(1) The Secretary of Labor is authorized, either directly or by way of contract or other arrangement, with prime sponsors, public agencies, and private organizations to carry out innovative and experimental programs to test new approaches for dealing with the unemployment problems of youth and to enable eligible participants to prepare for,

enhance their prospects for, or secure employment in occupations through which they may reasonably be expected to advance to productive working lives. Such programs shall include, where appropriate, cooperative arrangements with educational agencies to provide special programs and services for eligible participants enrolled in secondary schools, postsecondary educational institutions, and technical and trade schools, including job experience, counseling and guidance prior to the completion of secondary or postsecondary education and making available occupational, educational, and training information through statewide career information systems.

Section 445 Academic Credit, Education Credit, Counseling and Placement Services, and Basic Skills Development (YETP and YCCIP)

(a) In carrying out this part, appropriate efforts shall be made to encourage the granting by the educational agency or school involved of academic credit to eligible participants who are in school.

Section 457 Program Activities (Job Corps)

(b) The Secretary may arrange for enrollee education and vocational training through local public or private educational agencies, vocational educational institutions, or technical institutes, whenever such institutions provide training substantially equivalent in cost and quality to that which the Secretary could provide through other means.

(c) To the extent feasible, arrangements for education, both at the center and at other locations, shall provide opportunities for qualified enrollees to obtain the equivalent of a certificate of graduation from high school. The Secretary, with the concurrence of the Secretary of Health, Education, and Welfare, shall develop certificates to be issued to each enrollee who satisfactorily completes service in the Job Corps and which will reflect the enrollee's level of educational attainment.

Section 603 Financial Assistance (Title VI)

(b) In filling teaching positions in elementary and secondary schools with financial assistance under this title, each prime sponsor shall give special consideration to unemployed persons with previous teaching experience who are certified by the State in which that prime sponsor is located and who are otherwise eligible under the provisions of this title and such positions with local educational agencies shall be filled through subcontracting with the appropriate local educational agency.

Section 704 Private Industry Councils (Title VII)

(a)(1) Any prime sponsor receiving financial assistance under this title shall establish a private industry council. The prime sponsor shall appoint members from industry and the business community (including small business and minority business enterprises), organized labor, community based organizations, and educational agencies and institutions to serve on such a council.

Section 705 Program Activities (Title VII)

(a) Prime sponsors receiving financial assistance under this title shall, consistent with Section 702(b), carry out private sector initiatives to demonstrate the purposes of this title. Such activities shall augment private sector-related activities under Title II, including arrangements for on-the-job training with private employers, and may include - . . .

(3) developing relationships between employment and training programs, educational institutions, and the private sector; . . .

(5) conducting innovative cooperative education programs for youths in secondary and postsecondary schools designed to coordinate educational programs with work in the private sector; . . .

REGULATIONS PERTAINING TO LEA/CETA COOPERATION

676.6 Planning Process

(a) Each prime sponsor shall have a planning process which shall involve a broad spectrum of groups and individuals, in the development of the Comprehensive Employment and Training Plan. This process shall utilize the prime sponsor-planning council insofar as they are not represented on the planning council, local educational agencies, . . ., local advisory councils established under the Vocational Education Act of 1963, the youth and private industry councils, and post-secondary institutions.

676.7 Prime Sponsor Planning Councils

(b) Each prime sponsor shall appoint to its planning council members broadly representative of the significant segments as defined in 675.4 who are representative of the eligible population . . . ., vocational education agencies, . . ., other education and training agencies and institutions, . . .

676.10-4 Master Plan Narrative Description

(e)(3) A description of procedures used to ensure the participation of, and consultation with, local educational agencies, vocational education agencies, . . .

(e)(6) A description of procedures concerning academic credit developed in conjunction with the appropriate local educational agency or institution of higher learning and approved by the appropriate State educational agency.

676.23 Program Linkages and Selection of Deliverers

(d) Consideration shall be given to making use of appropriate services currently available in the community, with or without reimbursement, which the prime sponsor has determined to be effective. Agencies which typically provide such services include, but are not limited to, . . . State Vocational Education and Rehabilitation Agencies, . . . Local Education Institutions. The purpose of this consideration shall be to avoid duplication and to obtain such services at a cost saving over establishing another such service or activity.

676.25-1 Classroom Training

(a) This program activity is any training of the type normally conducted in an institutional setting, including vocational education, and it is designed to provide individuals with the technical skills and information required to perform a specific job or group of jobs.

677.32 Allocation of Funds

(a) An amount equal to 6 percent of the funds available for Parts A, B, and C of Title II shall be made available to Governors for supplemental vocational assistance in the state, as described in sec. 202 (b) of the Act.

(c) An amount equal to 1 percent of the funds available for Parts A, B, C and D of Title II shall be made available to Governors for coordination and establishment of linkages with educational agencies as provided in sec. 202 (d) of the Act.

(d) An amount equal to 4 percent of the funds available for Parts A, B and C of Title II shall be made available to Governors for coordination and special services as provided for in sec. 202 (e) of the Act.

677.34 Governor's Distribution of Vocational Education Funds

677.35 Nonfinancial Agreement Between Prime Sponsor and Vocational Education Board

677.37 Governor's Coordination and Special Services

(a) Funds provided under 677.32 (d) of these regulations shall be used for the following activities:

(1) Coordination of all employment, training, education agencies and other appropriate institutions of vocational and higher education, by State and local public assistance agencies, by apprenticeship programs and by other providers of such services.

677.38 Coordination and Establishment of Linkages with Education Agencies

(a) Funds provided under 677.32 (c) shall be made available for encouraging coordination and establishing linkages between prime sponsors and appropriate educational agencies and institutions, and institutions providing training programs approved by the Secretary such as apprenticeship programs or hometown plans.

677.39 Vocational Educator Activities

680.4 Program Planning, Planning, and Youth Councils

(a) In developing the annual plan subpart of YETP, the prime shall: . . .

(2) Coordinate the programs and activities funded under the other titles of CETA, including Job Corps; employment and educational services provided by local educational agencies and post-secondary institutions; activities conducted under the Career Education Incentive Act . . .

680.4 Youth Council

(b) Each prime sponsor shall establish a youth council

(1) In consultations with the planning council, the prime sponsors shall make appointments to a youth council which include individuals

who are representative of the local educational agency, local vocational advisory council, post-secondary education institutions, . . .

(3) The youth council shall make recommendations to the planning council for setting basic goals, policies and procedures for the YETP Program.

680.6 Activities and Services

(b) The in-school programs shall be designed to provide for either or both of the following two classifications of service:

(1) Transition services - These transition services shall be designed to prepare and assist youth to move from school to unsubsidized jobs in the labor market . . .

(2) Career Employment Experience - This activity is a combination of both well supervised employment (work experience or on-the-job training) and certain transition services including, at a minimum, career information, counseling including career counseling, and occupational information. Where work experience or on-the-job training is supported with funds serving in-school youth under agreements with local educational agencies, the ancillary transition services must also include placement services. Each prime sponsor shall assure that in-school youths participating in career employment experience need such participation in order to continue their education.

680.7 Local Educational Agency Agreement

(a) Prime sponsors shall use at least 22 percent of their annual allocation of funds under this subpart (not including any amounts carried in from the previous fiscal years) to serve in-school youth in programs designed to enhance their career opportunities and job prospects pursuant to written agreements between the prime sponsors and local educational agencies (LEA's).

680.14 Academic Credit

Prime sponsors shall make appropriate efforts to encourage educational agencies and post-secondary institutions to award academic credit for the competencies participants gain from the program.

680.120 Academic Credit

Prime sponsor shall make appropriate effort to encourage educational agencies and post-secondary institutions to award academic credit for competencies participants gain from their participation in the program. If academic credit is not given for work experience in YCCIP projects, high school dropouts and potential dropouts shall be encouraged to return to /or remain in school.

Appendix 2

CHAPTER FIVE: MODELS OF COORDINATION

INFLUENCE OF AGENCY OPERATIONS

A major factor influencing the nature of coordination is the manner in which agencies are organized to conduct business. Prime sponsors may contract, operate programs themselves, or they may engage in some combination of the two. In a complementary fashion, the role of vocational education in coordination with prime sponsors is influenced by the structure and position of vocational education. For instance, a youth employment program located in a comprehensive high school of which vocational education is only a part may be vastly different from a program located in an area vocational center. Likewise, when vocational education maintains separate vocational technical school districts or where there is a separate board of vocational education at the State level, the role of vocational education in coordination with the prime sponsor will be more active and visible.

DEVELOPMENT OF A CONCEPTUAL MODEL

Much of what is discussed under the rubric of coordination is administrative in nature. It is particularly noticeable in Title II of CETA in a discussion of the use of the one percent funds available to the governor of each State. There are two main purposes for which these funds may be used. The first is for encouraging coordination and establishing linkages between prime sponsors and appropriate educational agencies and institutions, and the second purpose is for services for eligible participants. This distinction permeates much of what is written about vocational

FROM: Youth Knowledge Development Report, 1980b, pp. 89-97.

education-CETA coordination. Indeed, surveys on coordination activities most often cite administrative mechanisms which are used to coordinate the activities of participating agencies.

The distinction between administrative activities and service delivery activities may be turned into a useful conceptual model of vocational education-CETA coordination which synthesizes the major approaches to coordination as observed in this study. In this model, administration and service delivery are the two basic components of a program. Coordination may occur in either or both components yielding a total of three models which typify how coordination appeared in local programs. These three models may be termed service delivery, administrative, and full program coordination. The models are depicted in Figure 1.

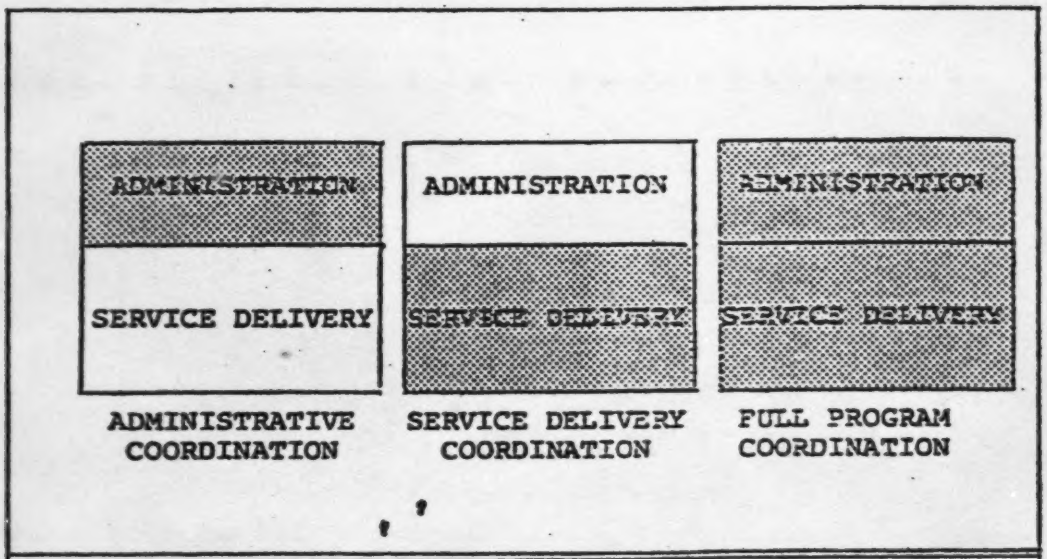

Figure 1.

MODELS OF COORDINATION

Service Delivery Model

The term service delivery model implies a limited partnership. There are two basic variations of this form:

- Vocational education contracts with the prime sponsor to deliver specified services to enrollees.
- Another agency is party to an agreement with the prime sponsor, but vocational education services, facilities, or instructors are used to deliver services.

Even where vocational education is a subcontractor, the very nature of the relationship relegates vocational education to the position of one of many service deliverers competing for CETA funds. In the latter variation, the bonds are even more tenuous. The subcontractor may be a local educational agency or State board of education. It is also possible that a community-based organization may administer the program and simply purchase services from vocational education.

The services provided included the whole gamut from outreach to placement. Vocational education counselors assisted in the identification of youth in need of services. Vocational education performed assessments of CETA clients. Vocational education resource centers were made available to clients to provide guidance, counseling and labor market information. Clients were enrolled in prevocational or skills training programs operated by vocational education. Vocational education work-study or cooperative programs were used to link CETA work experience with education. Vocational education provided school-based employment in school-operated businesses and vocational education centers and shops.

The exact nature of the service delivery model covers a wide continuum. This continuum might be described as ranging from merely accommodating to intensive collaboration. For example, in one State, vocational education facilities were made available after hours for CETA clients, but all funding, program staff, and services were available only by

the grace of CETA funds. In another locality, vocational education and the prime sponsor jointly staffed a program and shared direct responsibility and accountability for the ultimate outcome and placement of the client.

Administrative Model

In the administrative model, a typical situation observed was one where vocational education is the agency which is party to an agreement with the prime sponsor. Vocational education would be responsible for program administration, the processing of necessary reports, and handling of fiscal affairs; however, the actual operation of the program would be through program staff. Program staff are here defined as staff hired through CETA funds specifically to operate the program. They are tied to the funding cycle of that program and, as such, have no formal and continuing organizational ties either to CETA or to vocational education. An example of such an administrative model would be a State vocational education agency which serves as the administrator of YETP programs for the balance-of-state prime sponsor. The vocational education agency would be the party to an agreement with the balance-of-state prime sponsor and might negotiate subcontracts with LEAs for local programs. Funds would be channeled through the State vocational education agency. An example at the local level would be where a vocational-technical school district or an area vocational school was party to an agreement with the prime sponsor and functioned in an administrative capacity. The program staff, however, would not have formal ties to the vocational education establishment. The clients of such a program would not necessarily receive the full range of services available through vocational education.

From an intergovernmental relations perspective, vocational education would fulfill the functions of resource and program management. Resource management would include

information and fiscal management. Program management would entail the pragmatics of creating concrete programs. If all funds flow from the prime sponsor, as they did in most instances observed, the prime sponsor would maintain control of policy management and, therefore, exercise the greater influence on the formulation of needs and goals.

At a more sophisticated level, the administrative model sometimes included a detailed effort at coordinative planning on the part of the prime sponsor and vocational education. This entailed numerous meetings, continuous contact to jointly plan a program, and possibly an integrated package of funding combining CETA resources with those of vocational education to carry out a program. Mechanisms such as a waiver of regulations were sometimes a component of an administrative model wherein vocational education or the prime sponsor, working through the regional offices of the Department of Labor, waived regulations which might have impeded the success of a coordinated program and the flexibility of the agencies in dealing with disadvantaged youth. Administrative mechanisms occasionally entailed joint efforts at delivering technical assistance and training to program staff. They also entailed joint participation in the evaluation of programs. Most often, however, the models of administrative coordination observed were less sophisticated.

Typically an agency submits an RFP in response to a request for proposals on the part of the prime sponsor, and when granted such funds, becomes the administrator of the program. As noted, however, the structure of the agencies involved can influence the character of the coordinative process. A prime sponsor which is very active in running programs may become heavily involved in the planning stages of a coordinated youth program. In other instances, coordinated planning means primarily that vocational education plans the services to be delivered and that the prime sponsor's role is to inform the agency whether such plans will conform with Federal regulations. Such planning could

include more active brainstorming on the part of both agencies to determine how best to harness their combined resources, but examples of this were not often seen.

The information sharing which occurs in the administrative model is generally of an informal nature. The notion that vocational education and CETA prime sponsors might develop some systematized information-sharing capacity including the linking of the Vocational Education Data System with the prime sponsor data system, remains an ideal. The administrative model only rarely included instances where the policies of vocational education or the prime sponsor were altered to enhance the flexibility for serving participants. However, there were instances where policies were created to allow for utilization of staff with non-traditiona credentials or to permit operation of vocational facilities beyond regular school hours. On the whole, programs operated under YETP through coordinated efforts of vocational education and the prime sponsor tended to be funded solely through YEDPA. Again, however, there were instances where vocational education funds, or funds from other CETA titles, or funds from additional community and Federal agencies had been used in conjunction with YEDPA funds to expand the services available to the youth. In addition, they shared administrative responsibilities including planning, evaluation, and management of program funds.

Full Program Coordination Model

The full program coordination model is characterized by a more equally balanced partnership in which vocational education and the prime sponsor attempt a joint approach at planning for the coordinative use of their resources to serve disadvantaged youth. Both agencies are actively involved at both the administrative and service delivery levels.

Baltimore, Maryland, comes closest to typifying the full program coordination model. Local vocational education advisory councils, the school system, and the prime sponsor jointly assess vocations for which there is a need for graduates. There is joint use of resources including facilities and funds. At the service delivery level, both education and the prime sponsor contribute staff for an alternative school.

ROLES FOR OTHER ACTORS

The three models presented are founded on the relationship between prime sponsors and vocational education. While vocational education could be taken to include both the State and local levels and postsecondary as well as secondary programs, it is useful to take note of some particular actors who have emerged in coordinative relationships.

Postsecondary Institutions

Postsecondary institutions have been evidenced largely in the service delivery model and have been the major provider of services to out-of-school youth. Whether the postsecondary institutions are more willing to serve these youth, or whether these youth prefer attending a postsecondary institution in preference to returning to a secondary setting, it appeared to be an agreeable arrangement. Technical institutions and community colleges have been seen as a viable force in serving dropouts and older youth. Postsecondary institutions are accustomed to offering GED preparation, and as a result of serving adults, also have an array of individualized instructional techniques available for necessary remediation in basic skills. Although the regulations prohibited postsecondary institutions from being parties to agreements for the 22 percent

set-asides under YETP, they have emerged as major parties to agreements for other Title IV programs.

State Educational Agencies

The participation of State educational agencies was most often apparent in the administrative model where the State agency played a role as facilitator, clearinghouse, and provider of in-service training. Though the emphasis in Title IV on coordination with local educational agencies by-passes a role for State educational agencies, State vocational education agencies have served in a coordinative capacity on several fronts. They have played a role in providing in-service training workshops for local program staff. They have provided technical assistance in the development of programs. They are a logical partner for the balance-of-state prime sponsor and can assist in negotiating agreements or subcontracts with local educational agencies throughout the State. State vocational education agencies have assisted in the development of statewide guidelines for the awarding of academic credit.

As may be expected, the service delivery model is most in evidence at the local level where service delivery normally occurs. However, in the instance of skills centers operated under the direction of the State education agency, service delivery may be construed to be in operation at the State level.

CETA State Supervisors

Accompanying the presence of State educational agencies in the administrative model has been a role for CETA State Supervisors. CETA State Supervisors had a large coordination role under MDTA. Currently, they coordinate the six percent vocational education set-asides under Title II. They are also emerging as actors in coordinating Title IV activities. Located in vocational education and with

established contacts with the prime sponsor, they are able to provide direction for the formulation of coordinated programs. Already knowledgeable of linkage activities, CETA State Supervisors can function as adaptive units within the formal vocational education structure. As an adaptive unit they can facilitate communication flow between vocational education and the prime sponsor, establish a clearinghouse for the dissemination of needed information, and assist in the planning and development of coordinated programs under Title IV.

SUMMARY

The three models of coordination are shorthand ways of describing the great diversity that vocational education-CETA coordination has taken at the local level. The response of the agencies varied from compliance with the letter of the law to aggressive and joint attempts to tear down turf and build a continuing transition vehicle for disadvantaged youth. Title IV funds were sometimes used as a catalyst to build a comprehensive and continuing program of services for youth, and then again, they were the sole support for program operations. In the latter case, the demise of Title IV funding would likely signal the death knell of coordination attempts as well.

Appendix 3

PROGRAM MODEL DESCRIPTIONS

MODEL ONE: VOCATIONAL COOPERATIVE EDUCATION PROGRAM

(Small High Schools)

General Description

This model is designed to coordinate vocational education and CETA funded Youth Employment and Training Program (YETP) resources for students enrolled in vocational education cooperative programs (i.e., Agriculture; Business and Office; Distributive Education/Diversified Occupations; Home Economics; Trade; Industrial Technical and Health Occupations Education). This model is appropriate for small rural schools with limited vocational education offerings and limited YETP resources, and is particularly appropriate for schools with a Diversified Occupations (DO) or Community Resource Training (CRT) program.

In this model, the cooperative program instructor (for example, the DO instructor) is responsible for providing coordinate services to YETP-eligible youth enrolled in the co-op class. The responsibilities of this instructor would be outlined in a nonfinancial agreement between the school and YETP operator. Depending on what other YETP services are available to serve YETP-eligible students not enrolled in the co-op program, it may also be possible to have the co-op instructor provide YETP services to those students. In this case, the instructor could receive compensation for these extra responsibilities either from the school via a financial agreement with the YETP operator or from the YETP operator directly, as a part-time employee.

FROM: McClure, 1980, unpaged.

MODEL TWO: COMPREHENSIVE HIGH SCHOOL

(Large High School)

General Description

This model provides an opportunity for coordination of CETA Youth Employment and Training Programs (YETP) and vocational education in a larger school or school district with more diverse vocational offerings and more YETP participants compared to Model One. Housing this model in a school achieves maximum coordination of students' YETP work experiences with classroom vocational learning. It also enchances coordination between existing work experience programs run by the school and YETP resources available to eligible students.

This model would almost always be operated under the terms of a financial agreement. This agreement would include compensation for part or full-time staff needed to operate the program and might also include district management of the participant payroll.

While students in this model may be enrolled in vocational programs, the program would also serve students not enrolled in vocational education. Because this model is so closely tied to the school's vocational program, it is likely that students will identify career interests which require vocational training and will therefore, enroll in vocational classes.

MODEL THREE: MULTI-DISTRICT COOPERATIVE, AREA VOCATIONAL COOPERATIVE, REGIONAL SKILL CENTER

General Description

The multi-district model is similar to the comprehensive high school model (Model Two) except that it serves several school districts and may feature the resources and facilities of a vocational skills center. In Washington State, area vocational cooperatives and regional skills centers have been established to meet the needs of school districts unable to provide comprehensive vocational programs with their limited individual resources. By pooling these resources through an area skills center or vocational "cooperative," the needs of many students can be met. If a vocational program is not available at their home high schools, students are typically transported to a skills center or another high school within the cooperative's jurisdiction which does offer the program.

In these multi-district arrangements, a board comprised of representatives of the cooperating school districts generally hires and supervises the multi-district staff (e.g., the skills center or area vocational director). To minimize administrative confusion, these staff are housed in one of the school districts; however, this host school district exercises no more authority over the multi-district staff than does any other participating school district.

In this model, the YETP program is operated by the multi-district cooperative through its host school district, under the terms of a financial agreement. This financial agreement includes the cost of program staff and, if appropriate, participant wages. In addition to this agreement, there are also supporting agreements between the multi-district cooperative and the participating school districts.

MODEL FOUR: PRE-VOCATIONAL PROGRAM

(Vocational Technical Institute)

General Description

This model is designed to take advantage of the resources of a specialized vocational education institution such as a vocational-technical institute (VTI) to provide CETA funded Youth Employment and Training Program (YETP) participants with an exposure to a variety of vocational areas. Normally, these institutions serve post-secondary populations. Unlike the other three models, the pre-vocational model provides a unique resource to one or more CETA prime sponsors or YETP operators. The prime sponsor or YETP operator, rather than the VTI, provides the students with comprehensive YETP services (e.g., EDP development, work experience, etc.).

This model has two purposes. The first is to help YETP participants become more knowledgeable about career options and their own interests and abilities, in order to make realistic career choices. In addition, by providing students with a better understanding of vocational programs, the VTI and YETP operator will have students who are better prepared for the programs in which they enroll after completion of the pre-vocational program.

The pre-vocational model also differs from the other models in that it provides services to nonsecondary students (e.g., high school graduates, students enrolled in alternative schools, dropouts, or people with GEDs) as well as secondary students. In this case, preference is given to secondary YETP students, however, it would also be possible to operate this model giving priority to nonsecondary students.

This model is conducted under a financial agreement between the CETA prime sponsor or YETP operator and the vocational-technical institute. The agreement covers the cost of the instructor(s) and course material.

Appendix 4

Suggested Outline for CETA/Vocational Education Cooperation

I. Rationale

Explain why coordination between CETA and vocational education should occur. "What should be accomplished by this action?" "What should be the role and functions of each agency that needs to interact in the planning process and implementation of the plan?" "How much incentive for coordinated planning is due to the legislative and governance element provided by the federal government?" Some attention should be given to the philosophical position of the two agencies pertaining to the benefits that should accrue to the CETA clients to be served.

II. Establish Goals

Make clear what long-range outcomes are anticipated from this coordinated effort. The goals are intended to give direction to future action to the activity.

III. Identify Opportunities and Assess Needs

"What opportunities for enhanced services to the economically disadvantaged, unemployed and underemployed population should be provided through coordination?" "What are the basic needs of the economically disadvantaged that should be addressed in this plan?"

IV. Determine Capacities and Constraints

Make clear what each agency has to offer to a coordinated effort in serving the economically disadvantaged. Likewise, make clear the limitations of each agency in the coordination effort. "What are their constraints?"

V. Specify Measurable Objectives

Specific measurable objectives should be clearly formulated for each goal that has been established. Usually, objectives are to be attained within a year. They relate to short-range activities.

VI. Set Priorities

Usually priorities are necessary because there are limited resources available for carrying out the details of the plan. Therefore, attention should be given to aspects of the plan in priority order.

FROM: Lamar & Owens, 1980, pp. 209-210.

VII. Generate Alternatives

Usually there are more than one way to solve a problem. If so, they should be identified, and then they should be analyzed in terms of determining which alternative is most effective in the use of the available resources.

VIII. Analyze Alternatives

The different alternatives should be analyzed for the purpose of identifying which one is most effective in the use of available resources.

IX. Select a Course of Action

The analysis of each alternative should be carefully examined, in light of the situation, for the purpose of selecting a course of action that will yield the desired results with the most economical use of the available resources.

X. Identify the Resource Requirements

The analysis of alternatives should reveal the resources needed for each alternative. When a given alternative has been selected, then it is a matter of determining which agency shall be expected to provide certain resources called for in the course of action selected.

XI. Prepare Implementation Considerations

This step should be based on the alternative selected and the resource requirements that are to be met by the two agencies involved.

XII. Formulate an Evaluation Plan

Both a formative and summative evaluation procedure should be developed and implemented. Formative evaluation pertains to the ongoing process of carrying out the coordination course of action. Summative evaluation pertains to the outcomes secured as a result of the coordination effort.

XIII. Design a Feedback and Updating Mechanism

A feedback and updating mechanism is essential in securing maximum benefit from the comprehensive plan as it is followed in carrying out a definite course of action to bring about effective CETA/vocational education coordination. It is also essential in making effective use of the findings of the formative and summative evaluations in striving to improve all aspects of the program.

Appendix 5—Suggested Projects

A. Planning and/or Communication Linkages

Since planning and communication, in particular, are such vital elements in an effective coordination exchange, the recommendations that follow are designed to enhance the probability of this occurring. The recommendations are as follows:

(1) That incentives, whether psychological, social, or financial, should be instituted to entice concerned and knowledgeable people within the community to take an active part in advisory council activities;

Proposed Project A(1): In some cases, concerned and knowledgeable people within the community have been unwilling or unable to take part in advisory council activities. This project would be an attempt to determine whether psychological incentives, social incentives, financial incentives, or combinations of these incentives would entice these persons, commonly considered to be within the power structure of the community, to take an active part in advisory council activities. Such an experimental design could utilize from one to six prime sponsors and would incorporate innovative incentives in each of these prime sponsor areas.

(2) That the advisory councils should have greater representation from the private sector;

Proposed Project A(2): Some advisory councils already have greater representation from the private sector than do other advisory councils. This study would attempt to: (a) determine why there is greater representation in some advisory councils than in others; (b) ascertain ways in which these methods of successful participation by the private sector in these advisory councils can be transferred to other advisory councils; and (c) create innovative methods of attracting private sector participation into such advisory councils.

(3) That planning cycles of CETA and educational institutions should be matched and meshed, thus allowing for better program coordination and cooperation;

Proposed Project A(3): This would be an experimental project in one prime sponsor with one or more

FROM: Wortman & McGough, 1979, pp. 38-49.

local education agencies, with the cooperation and endorsement of appropriate federal agencies (e.g., DOL and DHEW) and appropriate state agencies (e.g., GETC and Vocational Education), which would permit the matching and meshing of planning cycles for at least one fiscal year. If this merged planning cycle were successful, it could be used as the pilot project for the remainder of the Commonwealth of Virginia and perhaps other parts of the United States.

(4) That significantly greater publicity should be given to CETA programs being conducted, thus possibly creating a more positive CETA image;

Proposed Project A(4): This project would have an experimental design attempting to use different types of media (e.g., television, radio, newspapers, minority newsletters, etc.), to determine how much and what different types of "free" advertising could be given to such efforts and to determine the effectiveness of each of these types of media. This study would encompass all prime sponsors in the Commonwealth of Virginia because of the varying types of operations run in suburban, urban, and rural areas. Based upon these findings, the GETC could establish a program of public relations for CETA programs.

(5) That rules and regulations concerning CETA should be given greater clarification, thus reducing the occurrence of conflicting and confusing information;

Proposed Project A(5): This project probably should be handled in-house by the GETC, either by a GETC staff member or by someone hired on a contractual basis by the GETC. Presently, many of the rules and regulations are not clearly understood by participants in CETA programs, either in the prime sponsor arena or in the LEA arena. If the GETC staff does not want to handle this, a project might be proposed that an external consultant would be hired on a fixed annual fee (retainer) to handle all such regulations during the year up to a fixed amount of time. Beyond that fixed amount of time, the external

contractor would be paid on a per diem basis.

(6) That annual workshops on topics relating to CETA and the maintenance of CETA programs should be implemented, thus creating better informed project managers;

Proposed Project A(6): This project is already being funded by the GETC.

(7) That more time should be allocated to the current scheduling procedure in regard to future funding dates of grants, thus facilitating better planning;

Proposed Project A(7): Although this could be taken care of by administrative procedures, a small project might be instituted that would examine how much time should be allocated to current scheduling procedures. For example, some vocational educators believe that a three-month time frame is sufficient. Others think that both longer and shorter time frames would be adequate. Therefore, a study of that time frame might be useful.

(8) That CETA services within communities should not be duplicated;

Proposed Project A(8): This project would attempt to develop a system of program evaluation for a prime sponsor. Through such a system of program evaluation, programs of CETA and Vocational Education could be evaluated by joint CETA/Education agencies and duplicate programs eliminated and innovative programs instituted. Presently, there appears to be no simple system of program evaluation in the Commonwealth of Virginia.

(9) That CETA projects should be funded longer than one year, thus creating more effective planning;

Proposed Project A(9): This project should be an experimental one in which one or more prime sponsors are encouraged to plan for a three to five year period. The project would involve technical assistance from a contractor to create such long-range plans. At the same time, a system of contingency planning (proposed plans for short-term projects) should be considered and instituted. In other words, both

long and shorter range planning would be instituted in this project in one or more prime sponsors.

(10) That more public relations work should be done with LEA's, thus a real lack of information on their part would be removed;

Proposed Project A(10): This project would be oriented toward the different types of public relations work that could be done with LEA's in an attempt to improve coordination with CETA programs. Not only would this be a project attempting to communicate the opportunities of CETA with LEA's but it would be an attempt to provide them with more real information on how they can be involved and how this would benefit their communities. Part of this work may be already covered under the CETA/Education Newsletter which has been funded for FY 1980.

(11) That a technical manual should be produced, which provides basic information on the CETA structure including basic title descriptions, acronym definitions, and day-to-day "jargon" used by prime sponsors and program contractors and this manual should be provided for all council members so that they are more acutely aware of what CETA is all about. These council members are at both the state and prime sponsor levels;

Proposed Project A(11): This project is already funded by the GETC, including an update of the technical manual.

B. Structural, Communication, and Behavioral Linkages

The perceived needs within these areas are few, but are important. The opinions and recommendations are as follows:

(1) That the GETC should develop a sophisticated information system which would include: (a) basic information about CETA, how it operates, and how to function as a contractor within it; (b) information on CETA eligible populations; and (c) usable labor market information;

Proposed Project B(1): Currently, the GETC already operates an elementary information system. Furthermore, two or more projects have been funded for FY 1980 on usable labor market information. However, a sophisticated information system which provides information on CETA eligible populations and usable labor market information could be developed through the cooperation of the GETC, the VEC, and the VOICC. This project probably should be coordinated through the VOICC. There apparently is some money available from the NIOCC for such projects. In other words, this project would be jointly funded by the GETC, the VEC, and the NIOCC, and coordinated by the VOICC.

(2) That the GETC should provide more information exchange workshops and training conferences for staff interested in applying for and working with CETA proposals and programs;

Proposed Project B(2): This project would provide for a continuing series of workshops in all prime sponsor areas in Virginia. This could be handled in one of two ways: (a) by hiring additional GETC staff from linkage funds; and/or (b) by hiring an external contractor to establish these information exchange workshops and training conferences for each of the ten prime sponsors and potential contractors within these prime sponsor areas. These workshops and training conferences would occur probably twice a year in each of the prime sponsor areas.

C. Policy Linkage

A number of recommendations were given for policy changes at the federal and state levels. These would include pressures to change these policies by the Governor, U. S. Conference of Mayors and the National Governor's Conference. They are as follows:

(1) That a clarification and consolidation of youth programs should be formulated and implemented; this may eliminate "youth hunting" for programs;

Proposed Project C(1): This project would be an experimental client project in one prime sponsor area in

Virginia which attempts to clarify and consolidate youth programs. Clearly, the prime sponsor so selected has to have two or more youth programs that should be clarified and consolidated. The contractor would be a prime sponsor, although this would not negate technical assistance from the GETC staff or from an outside contractor.

(2) That a policy change at the federal level concerning the length of training programs should be made, thus accommodating educational institutions (e.g., community colleges) providing (as one of their goals and objectives) associate degrees in vocational areas;

Proposed Project C(2): This would be an experimental project between DOL, DHEW, GETC, and Vocational Education. It would attempt to match and mesh not only planning cycles, but programming cycles as well in community colleges. Three or more community colleges in Virginia could be chosen as such pilot projects, including one in an urban area, one in a suburban area, and one in a rural area.

(3) That a modification of CETA policy and regulations to allow more negotiation and accommodation by both the State and CETA should be attempted, so that mutually beneficial relationships can be established;

Proposed Project C(3): This project would be supervised by the GETC staff or by a contractor who worked for the GETC staff to negotiate looser guidelines (not rules) with DOL and DHEW. These negotiation guidelines would be imaginative instead of restrictive. These negotiation guidelines would cover not only prime sponsors, but LEA's and other program agents. Almost all agencies operating under CETA at the present time are complaining about their inability to negotiate reasonable procedures and programs under the present set of CETA regulations.

(4) That there should be some recognition that each agency has its own clientele and are, therefore, incapable of serving all CETA eligible personnel. Rather, they are willing and able to serve some segment of the population that meshes with their present clientele;

Proposed Project C(4): This project would be a joint CETA-Educational sub-council, consisting of persons from the CETA advisory council and Vocational Education advisory council to examine the interface between their programs. By examining this interface, two groups would be able to determine what CETA eligible personnel are being served, and what CETA eligible personnel are not being served. By doing this in one experimental prime sponsor-LEA area in Virginia, the experience could be used as a pilot project for other prime sponsors.

(5) That a federal policy change that would permit application of block grants to administer CETA programs to inmate populations should be instituted. At the present time, the jurisdictions where the corrective units are located are the only ones requesting funds;

Proposed Project C(5): There could be two experimental projects under this item. First, an experimental project could be instituted which deals with inmate populations, a prime sponsor, and an educational institution. Linkage funds would be used for a collaborative effort between the prison administration, the prime sponsor, and vocational education in the area. Second, an experimental program dealing with ex-offenders should be instituted on a prime sponsor-educational institution collaborative effort. This effort could be used as a pilot project for other prime sponsors and program agents around Virginia.

D. Planning Linkage

Perceived needs in this area included:

(1) That valid and reliable inputs by CETA agencies should be made to educational institutions during their individual planning processes, and vice versa;

Proposed Project D(1): This pilot project would involve one prime sponsor and one educational institution during their planning processes. At the time of planning, there would be a collaborative joint committee consisting of three or more persons from each organization to

share their inputs. In this way, CETA eligible populations and vocational education populations would serve a broader spectrum of the population in the community and eliminate duplication. A contractor in this case would provide technical assistance and evaluation of such joint efforts.

(2) That increased technical assistance at the state level should be established by agencies versed in formulating viable statewide plans such as vocational education's five-year plan;

Proposed Project D(2): This project would be an attempt to determine a five-year plan for CETA operations in Virginia. This contract probably would be let with an agency such as State Advisory Council on Vocational Education. SACVE and the Department of Vocational Education have had long experience with establishing five-year plans. Certainly, this would give the GETC a much more extensive look at the progress of training and employment programs in Virginia.

(3) That better formulation and use of a long-range plan (e.g., five-year plan) should be established to provide direction and guidance to employment and training programs and to eliminate some of the present short-sighted planning. However, this may be constrained due to the annual funding of projects;

Proposed Project D(3): There are two possible projects under this item. First, a project could be initiated which called for a contractor to work with the GETC in the analysis, formulation, and implementation of a long-range plan for employment and training in Virginia. Clearly, this plan would have to be evaluated and revised each year. However, it would give a long-range view of where employment and training programs are going in Virginia. In this project, a workshop and/or conferences on strategic management of governmental agencies would be included. Second, one or more prime sponsors could be chosen as appropriate organizations for the establishment of five-year plans. The contractor would provide technical assistance and training in the establishment of such long-range plans, including their analysis, formulation, implementation, interpretation, and evaluation.

(4) That a better data base on which to base short and long-term funding should be set up, especially in the area of

labor market information, evaluation criteria, and demographic information;

Proposed Project D(4): This project could be tied in to Proposed Project B(1). This project would be a collaborative project between the GEIC, the VEC, and the VIOCC. A contractor would provide coordinative assistance and technical assistance in the areas of information systems. An initial estimate of a first-year effort would be approximately $500,000 (jointly funded), and the cost could be as high as $2.5 million by the fifth year.

E. Financial Linkage

This particular linkage directly affects the other types of linkages; therefore, the State needs to be totally aware of the ramifications of their actions or inactions concerning funding. The recommendations are as follows:

(1) That there should be allowances for allocation of CETA planning grants to be used by state and local level agencies and educational institutions for investigating potential CETA contacts and formulating reasonable proposals for CETA programs;

Proposed Project E(1): One or more small contracts should be provided for CETA/Education planning grants to investigate potential CETA contacts and formulating reasonable proposals for CETA programs. One or more prime sponsors could be used as the pilot project for this effort. In these efforts, a staff person could be hired to investigate these collaborative efforts.

(2) That there should be tax incentives for employers who hire program participants;

Proposed Project E(2): This project would attempt to determine what other states have done in providing tax incentives for employers who hire program participants (e.g., Massachusetts has such a program which provides state tax rebates for hiring program participants). After these state programs and state legislation have been investigated, the contractor would provide recommendations and specific language for such state tax incentives in Virginia.

(3) That there should be greater amounts of funds allocated to community colleges so that they may conduct support services for their CETA students. Presently, there is no allowance for support services;

Proposed Project E(3): An experimental pilot project should be instituted in one or two community colleges in Virginia for the provision of support services for vocational education programs. Specifically, these support services would include counseling and placement services. Of course, in response to a request for proposal, community colleges may indeed have other support services which they feel are needed by CETA recipients. By instituting such a pilot project, the GETC could evaluate such support services and determine their ultimate cost on a statewide basis.

F. Programmatic/Operational Linkage

This area allows the total CETA program to coordinate effectively all programmatic decisions. The recommendations are as follows:

(1) That technical assistance, provided by the State, should be to facilitate the operationalization of plans to coordinate ongoing activities;

Proposed Project F(1): This project should provide technical assistance by a private or public contractor to the GETC in many different employment and training areas (e.g., assessment of training programs, evaluation of the total operations of prime sponsors, vocational training assistance; long-range planning assistance, short-range planning assistance, appropriate handling of data and statistics, etc.). Throughout the State, prime sponsors, program agents, and educational institutions all indicated the need for technical assistance from the GETC. Indeed, the first project might be to determine the total need for technical assistance throughout the State at state and local levels. This study would attempt to determine the total need as well as the specific types of technical assistance needed.

(2) That a substantial reduction, via consolidation of required forms in the plethora of paperwork should

be initiated;

Proposed Project F(2): This would be an experimental project in conjunction with the DOL and DHEW to determine how much paper could be eliminated. President Carter has had such a task force at the national level for some time. Perhaps the work in the State could be coordinated with that task force. Presently, there are estimates of this paperwork time consumption from 4 percent to 20 percent. Therefore, a contract could be let to see how much of this paper is actually necessary. Hopefully, the DOL and DHEW would jointly fund such a project.

G. Memoranda of Understanding

Various interviewees responded to this area. They offered suggestions that appear to be valid. Their recommendations follow:

(1) That a review of each agreement should occur on a regular basis (a maximum of every two years) which should include an evaluation of goals set forth in the agreement, e.g., information exchange. Such an evaluation would include goal achievement, if the goal(s) were rational and attainable and if the total agreement did indeed foster increased coordination between the two parties;

Proposed Project G(1): The GETC should establish an internal project to establish guidelines for the evaluation of memoranda of understanding on a regular basis. Perhaps a committee or task force could resolve this in one or two meetings.

A research project under this item would provide technical assistance in the determination and clarification of goals of one or more agencies involved in the memoranda of understanding. Such technical assistance would come in the form of leadership facilitation of any group discussing these issues. Such facilitators are considered to be quite neutral. This contract would be quite small in total dollars.

(2) That operational procedures should be developed for carrying out stated agreement goals. These operational procedures should be mutually agreed to and specified in detail;

Proposed Project G(2): This project would provide technical assistance determining operational procedures. Such technical assistance would provide external innovative ideas and concepts, which are not available in the group or groups meeting to discuss operational procedures and goals.

H. Clearinghouse

A final recommendation which was of secondary importance to the above areas was the development of a "clearinghouse" type of organization. The recommendation is as follows:

(1) That a state level task force should be established whose responsibility would be the identification of all state and local services that CETA participants could find helpful. It would have state-wide information so that contacts could be established when: (a) an inmate is released to a new area of the State; (b) a CETA graduate from a rural area seeks work in an urban area; and (c) other types of CETA services and programs. Services provided by various state agencies could be coordinated to eliminate duplication and better serve those CETA eligible people who, for lack of information by planners as to available resources, are not now being served. Although it would not force the coordination of such agencies, such a system could be used as an information source by state and local level agencies who are not now aware of ongoing activities in their locale;

Proposed Project H(1): After the state level task force is established, a contractor or contractors could be utilized to provide the technical assistance necessary in gathering the information noted. Frequently, such task forces do not have sufficient time to gather all of the information needed to make appropriate decisions. The contractor would provide information on other agencies and organizations (such as employers' associations and trade unions). The contractor would also provide technical assistance in discussions that the task force would have. The contractor would also provide information on the different types of clearinghouses that have been established and how much they would cost.